

DRAFT Reply to General Bennett's Memorandum of 6 April 1971

Dear Don:

I have studied carefully your memorandum to me of 6 April concerning production of NIE's on Soviet forces. ^{It is obvious} ~~I agree~~ that changes in the scope and content of these papers made last year ^{or} ~~give~~ rise to problems which we must now sort out. In particular, the delays which caused inconvenience in Defense must not recur.

I take it to be established that estimates on these subjects must now contain extended statements of evidence and analysis supporting key judgments, and that differences of view must be fully explained, not merely asserted. The President's ^{letter} ~~memorandum~~ to me of ^{8 March} warmly commended these innovations and must be taken as guidance for our future work.

Other users, as you indicate, may not need such a detailed presentation. For them, we should continue to provide extended conclusions and summary tables. Also, now that we have comprehensively covered the subject in the last round, it will be possible to transfer some material from the main text to annexes, and perhaps to omit some. In future, the main text should be constructed around the several key estimative issues, with purely descriptive or historical matter, so far as it is still needed, being removed to annexes.

I do not favor your suggestion for publishing a separate quarterly series on what you call basic intelligence. ^(... that does not relate directly to the question) A distinction between what is "basic" and what is not seems to me ^{as different} not valid in the case of these estimates, especially since we are now required to provide large amounts of detail. Users have often told us, moreover, that they greatly value having all relevant information in a single document. In addition, I do not wish to see a further proliferation of publications which, apart from being undesirable in itself, would be wasteful of our production resources at a time when we are under injunction to use them more efficiently.

As to procedures, I consider it essential that responsibility for organizing and guiding our joint effort in the production of NIE's remain centered in the [Director and] Office of National Estimates. This system, which has proved itself over more than two decades, best insures that the resources and special competence of all participating agencies will be fully and fairly utilized.

Therefore, I intend that the Board of National Estimates remain responsible as before for preparing ^(the documents) working drafts as well as for effecting their coordination. ~~In preparing such drafts,~~ the Board ~~[Member responsible for the project]~~ ^{ies} may task ~~a~~ participating agency to write ~~a~~ first draft of ~~it~~

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particular section or annex, ~~where such agency has a primary concern or~~
competence. (Clearly, for these estimates "contributions" which are in
effect whole drafts are unsuited and wasteful.) ~~But the main [drafting]~~
responsibility should remain in O/NE ~~in order to~~ insure that the inputs
of all agencies ^{were} ~~are~~ used ~~and in order~~ to achieve a coherent, integrated
and balanced working draft.

Particularly in view of your desire to see NIE's 11-3 and 11-8 appear
even earlier ^{this} ~~in the~~ year, a matter I understand we will be discussing
shortly when USIB takes up the estimates program, I consider the
procedures outlined above essential to accomplish our common task.

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DRAFT Reply to General Bennett's Memorandum of 6 April 71

Dear Don:

I have studied carefully your memorandum to me of 6 April concerning production of NIE's on Soviet forces. It is obvious that changes in the scope and content of these papers made last year gave rise to problems which we must now sort out. In particular, the delays which caused inconvenience in Defense must not recur.

I take it to be established that estimates on these subjects must now contain extended statements of evidence and analysis supporting key judgments, and that differences of view must be fully explained, not merely asserted. The President's letter to me of 8 March warmly commended these innovations and must be taken as guidance for our future work.

Other users, as you indicate, may not need such a detailed presentation. For them, we should continue to provide extended conclusions and summary tables. Also, now that we have comprehensively covered the subject in the last round, it will be possible to transfer some material from the main text to annexes,

and perhaps to omit some. In future, the main text should be constructed around the several key estimative issues, with purely descriptive or historical matter, so far as it is still needed, being removed to annexes.

I do not favor your suggestion for publishing a separate quarterly series on what you call "basic intelligence...that does not relate directly to key issues..." A distinction between what is "basic" and what is not seems to me artificial in the case of these estimates, especially since we are now required to provide large amounts of detail. Users have often told us, moreover, that they greatly value having all relevant information in a single document. In addition, I do not wish to see a further proliferation of publications which, apart from being undesirable in itself, would be wasteful of our production resources at a time when we are under injunction to use them more efficiently.

As to procedures, I consider it essential that responsibility for organizing and guiding our joint effort in the production of NIE's remain centered in the Office of National Estimates. This system,

which has proved itself over more than two decades, best insures that the resources and special competence of all participating agencies will be fully and fairly utilized.

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Therefore, I intend that the Board of National Estimates remain responsible as before for preparing the Community's working drafts as well as for effecting their coordination. The Board may task participating agencies to write first drafts of particular sections or annexes so as to share the work load and make optimum use of Community resources and talents. (Clearly, for these estimates "contributions" which are in effect whole drafts are unsuited and wasteful.) ONE would insure that the inputs of all agencies were used to achieve a coherent, integrated, and balanced working draft.

Particularly in view of your desire to see NIE's II-3 and II-8 appear even earlier this year, a matter I understand we will be discussing shortly when USIB takes up the estimates program, I consider the procedures outlined above essential to accomplish our common task.

*Porter's "Principles": Bastion to
attached drafts*

1. The Board chairman of the Estimate is clearly in charge of *all* aspects of the preparation of the Estimate from the formulation of the outline, identification of the issues, preparation of the draft, and guidance through coordination to presentation to USIB.

indirectly
2. The head of the DDI/DDS&T task force works for the Board chairman of the Estimate. All the pertinent resources of the DDI, DDS&T and ONE Staff are at the disposal of the task force head and thus responsive to the direction of the Board chairman.

3. The responsibilities of the DDI and DDS&T components are to respond to the needs of the Board chairman through the head of the task force who must see that the CIA views are clearly represented (at least as alternative explanations) in the draft of the Estimate.

*initial
the first drafts of those*
4. The Task force will prepare ~~that~~ ^{initial} part^s of the estimate which lays out and interprets the evidence and technical detail, going into the future only to the extent that the evidence permits (i.e., one or two years)*. It will also formulate optional projections under the direction of the Board chairman.

*this under
Board Chairman?
other?*